

Message Text

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ACTION ARA-06

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R 141830Z NOV 74
FM AMEMBASSY KINGSTON
TO SECSTATE WASHDC 6262

C O N F I D E N T I A L KINGSTON 4084

STADIS//////////

LIMDIS

FOR DEPUTY ASSISTANT SECRETARY SHLAUDEMAN AND
AMBASSADOR VANCE FROM AMBASSADOR

E.O. 11652: GDS
TAGS: SNAR, JM
SUBJECT: STATUS OF OPERATION BUCCANEER

REF: STATE 244682

1. TARGET DATE OF DECEMBER 15 FOR SUBSTANTIVE WINDUP
OF BUCCANEER WILL BE MET. U.S. HELICOPTERS WILL TERMINATE
OPERATIONS BY DECEMBER 8 FOR DISMANTLING AND HOME SHIPMENT
FOR REPAINTING AND RETURN DOD. ROUTINE ERADICATION EFFORT
WILL CONTINUE IN MEANWHILE WITH PRIMARY EMPHASIS ON PHOTOG-
GRAPHY, MAPPING AND TROOP TRAINING FOR DIMINISHED POST-
DEPARTURE ONGOING GOJ PROGRAM.

2. QUESTION OF RELOCATION OF OPERATIONS BASE AT MONEAGUE
AND AT MURPHEY'S HILL RADAR SITE HAVE BEEN OVERTAKEN BY
EVENTS. LACK OF NECESSARY COORDINATION BY GOJ, POSSIBILITY
OF WHICH WAS VIRTUALLY ELIMINATED BY ILLNESS OF MINISTER
MATALON, PRECLUDED ANY MORE TO FORWARD BASE, DESIRABLE
THOUGH THIS MIGHT HAVE BEEN. RADAR NOW INOPERATIVE AND
REPAIR UNECONOMIC, FINALLY ELIMINATING WHAT HAS, SINCE
INCEPTION OF THE OPERATION, BEEN AN UNNECESSARILY COM-
PLICATING, OVER-TOUTED, EXPENSIVE, AND INEFFECTIVE FACET.

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3. MATALON ABSENCE HAS RESULTED IN VIRTUAL PARALYSIS OF GOJ DECISION-MAKING MACHINERY IN BUCCANEER CONTEXT. REPORTS ON HIS SUCCESSFUL OPERATION IN LONDON DO NOT ELIMINATE PROBABILITY THAT IT WILL BE A LONG TIME BEFORE HE IS ABLE TO RESUME EFFECTIVE WORK, IF EVER. CURRENTLY HE IS SCHEDULED TO RETURN TO JAMAICA AT END OF MONTH WITH AT LEAST A MONTH'S CONVALESCENCE.

4. I HAVE INFORMED PRIME MINISTER WHO HAS TEMPORARILY ASSUMED MATALON'S PORTFOLIO OF NECESSITY FOR HARD IMMEDIATE DECISIONS OF STRATEGIC, TACTICAL, AND TECHNICAL NATURE, INCLUDING ESPECIALLY THE QUESTION AS TO WHETHER JDF OR JCF WILL HAVE PRIMARY RESPONSIBILITY FOR ONGOING PROGRAM AND WHO WILL RECEIVE COMMUNICATIONS AND OTHER EQUIPMENT LEFT BEHIND BY BUCCANEER. HE HAS PROMISED TO DESIGNATE A CO-ORDINATOR THIS WEEK TO WHOM WE CAN LOOK FOR DIRECTIVES. HOWEVER, I DOUBT WHETHER BASIC ISSUE WILL BE ADDRESSED WITHOUT CONSIDERABLE FURTHER PRODDING ON OUR PART.

5. JDF IS COVETOUS OF COMMUNICATIONS EQUIPMENT AND IS PLANNING REDUCED ONGOING INTERDICTION AND ERADICATION ACTIVITY BASED AT MONEAGUE. THROUGHOUT PRESENT OPERATION JDF HAS BEEN ACTION-ORIENTED AND PRIMARY FUNCTIONING ENTITY. HOWEVER, IT IS WEAK ON INTELLIGENCE, AND LOGIC, TOGETHER WITH OTHER CONSIDERATIONS, DICTATES THAT JCF SHOULD BE GIVEN PRIMARY RESPONSIBILITY FOR ONGOING SMALLER INTELLIGENCE-BASED OPERATIONS.

6. RESOLUTION OF THE JDF-JCF CONFLICT, WHICH HAS PLAGUED BUCCANEER SINCE ITS INCEPTION, IS CLEARLY A GOJ OBLIGATION BUT SO FAR HAS PROVEN TOO TOUGH A NUT FOR THEM TO CRACK. THE PLACING OF BOTH UNDER A SINGLE MINISTER, EVEN UNDER SUCH A DYNAMIC ONE AS MATALON, INITIALLY PRODUCED PERHAPS DESIRABLE BUT IN MY VIEW LARGEY COSMETIC RESULTS. BASIC RIVALRIES HAVE PERSISTED AND IN SOME AREAS BEEN INTENSIFIED. THE IMPLICATIONS OF THIS GO FAR BEYOND THE NARCOTICS PROGRAM.

7. NEVERTHELESS, I CONSIDER IT WORTH A MAJOR EFFORT ON OUR PART TO DESIGN A SMALLER, TIGHTER ONGOING NARCOTICS PROGRAM
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WORKING AS EFFECTIVELY AS POSSIBLE WITHIN WHATEVER LIMITATIONS ARE IMPOSED BY GOJ ORGANIZATION OR LACK OF IT.

8. BUCCANEER HAS BEEN IN MANY WAYS A MOST EFFECTIVE OPERATION WITH SUBSTANTIAL RESULTS IN THE THREE MAJOR SUBDIVISIONS OF INTELLIGENCE, INTERDICTION AND ERADICATION, WITH PROBABLY THE BEST COST-EFFORT-BENEFIT RATIO IN ERADICATION.

9. IT COULD HAVE BEEN FAR MORE SUCCESSFUL IF THERE HAD

BEEN:

- A. BETTER AND MORE INFORMED INITIAL STAFF WORK.
- B. FEWER SPUN WHEELS ON THE MATTER OF THE USE OF CHEMICALS FOR ERADICATION AND THE RADAR CAPABILITY.
- C. PROPER COORDINATION BY THE GOJ.
- D. BETTER PERSONNEL PRACTICES AND DELEGATION OF RESPONSIBILITY BY DEA.

10. THE LESSONS LEARNED HAVE BEEN MANY, AND ANY FUTURE PLANNING CAN AND SHOULD BUILD ON THEM WHILE FRESH IN OUR MINDS. I STRONGLY URGE THAT WE HOLD A FORWARD-PLANNING SESSION IN KINSTON BEGINNING DECEMBER 9 AND SUGGEST THAT YOU MIGHT CONSIDER PUTTING TOGETHER A TEAM, COMPRISING STATE, AID, AND DEA PERSONNEL TO WORK OUT A NEW PROGRAM OF A LIMITED NATURE, WITHOUT MAJOR U.S. HARDWARE SUPPORT. BUT WHICH WOULD PROVIDE THE GROUNDWORK AND FOUNDATION SHOULD WE EVER WISH TO COME BACK WITH ANOTHER CRASH PROGRAM. INCLUDED IN THE TEAM IDEALLY WOULD BE A GOOD PROGRAM OFFICER AND INTELLIGENCE EXPERT, AS WELL AS A REPRESENTATIVE OF THE DEA MIAMI FIELD OFFICE, WHICH I UNDERSTAND WILL BE RESPONSIBLE IN FUTURE FOR COORDINATION OF CARIBBEAN OPERATIONS.

11. I LOOK FORWARD TO YOUR REACTIONS AND SUGGESTIONS.

GERARD

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